DOCUMENT RESUME

ED 287 350 HE 020 722

TITLE	A Progress Report and Recommendations on Educational Improvements in the SREB States. A Report to the Southern Regional Education Board by Its Commission for Educational Quality.
INSTITUTION	Southern Regional Education Board, Atlanta, Ga.
PUB DATE	87
NOTE	49p.
AVAILABLE FROM	Southern Regional Educational Board, 592 Tenth Street, N.W., Atlanta, GA 30318-5790 ($6.50).
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Academic Standards; Advanced Placement Programs; *College Admission; *College Preparation; College School Cooperation; Dropouts; *Educational Quality; Educational Testing; Geographic Regions; Government School Relationship; Higher Education; High Schools; *Preservice Teacher Education; *State Programs; Student Placement; Teacher Certification; Teacher Salaries; Undergraduate Study
IDENTIFIERS	Alternative Teacher Certification; *United States (South)

ABSTRACT

Progress toward meeting the recommendations for quality improvements made by the Southern Regional Education Board (SREB) in 1981 in "The Need for Quality" is reviewed, and suggestions for state actions to improve undergraduate education in the SREB states are offered. High school graduation requirements in SREB states are identified, and information is provided on: special recognition programs for high school graduates; advanced placement programs for public school students; student testing in grades 9-12; the high school dropout rate; assessing college students' performance; and the percentage of minority teachers. Recommendations are considered concerning: high school preparation and achievement; units of high school work needed for college admission; standards to begin college-level coursework; establishing placement standards; starting and supporting school-college programs; expanding the pool of teachers; alternative certification for teachers; performance standards to enter teaching; and continuing certification of classroom teachers. Initiatives for preservice teacher education and school leadership are addressed, along with teacher salaries. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

BEST COPY AVAILABLE

ED287350

A Progress Report and Recommendations on Educational Improvements in the SREB States

A Report to
The Southern Regional Education Board
by its Commission for Educational Quality

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

SREB

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

HE020 722

592 Tenth Street, N.W. • Atlanta, Georgia 30318-5790 • 1987 • $6.50

2

SREB
Southern Regional Education Board

SREB Commission for Educational Quality

Richard W. Riley, *Chairman*
Stephen A. Cobb, *Vice-Chairman*

Kenneth H. Ashworth, *Commissioner*, Coordinating Board, Texas College and University System
Hillary Rodham Clinton, Little Rock, Arkansas
Stephen A. Cobb, Nashville, Tennessee
Alton C. Crews, *Superintendent*, Gwinnett County Public Schools, Georgia
S. John Davis, *Superintendent of Public Instruction*, Virginia Department of Education
John M. Folks, *Superintendent*, Oklahoma State Department of Education
Christopher C. Fordham III, *Chancellor*, University of North Carolina at Chapel Hill
William U. Harris, *Director*, Northeastern Regional Office, Educational Testing Service
Barbara R. Hatton, *Dean*, School of Education, Tuskegee University
Nancy K. Kopp, *State Delegate*, Maryland
Benjamin J. Lambert III, *State Senator*, Virginia
Curtis Peterson, *State Senator*, Florida
Charles B. Reed, *Chancellor*, State University System of Florida
Richard W. Riley, Columbia, South Carolina
Robert W. Scott, *State President*, North Carolina State Board of Community Colleges

Foreword

In 1981 the Southern Regional Education Board published *The Need for Quality* with 25 recommendations for improving the quality of education in schools and colleges. Even at that time several SREB states were in the early stages of what were to become comprehensive educational reform programs. Soon, other SREB states were involved in educational improvement efforts, and shortly thereafter so was the nation, spurred by the release in 1983 of *A Nation at Risk*.

The educational progress made by SREB states has been dramatic. In fact it would have been possible to prepare an impressive report describing only progress in the past six years. Because we have "lived" in this period of perhaps unprecedented changes in education, it is easy to underestimate their significance. Actions in the 1980s have set the stage for long-term educational improvements, but they do not guarantee such improvements.

Members of the SREB Commission for Educational Quality understand this. That is why they have prepared the following report. It is a progress report which does not apologize for its assessment that SREB states have led the nation in efforts to improve education. But it does not simply applaud progress. Rather, the emphasis is on what else states must do to realize lasting improvements.

This brief report does not have all the answers. It is intended to help states find answers, and produce evidence of results, which will sustain the public's support of real reform. State departments of education and agencies of higher education in the SREB states will play an important role in this process. And we appreciate their assistance in providing much of the information contained in this progress report.

Winfred L. Godwin
President

The region's immediate challenge is to implement minimum standards across the board, in each state, be it for high school graduation or for employment of teachers. More important, the region should seek to achieve during the Eighties substantial improvement of academic standards above these minimum expectations.

The Need for Quality, 1981
Southern Regional Education Board

Southern Regional Education Board states have met the challenge to establish standards for improving the quality of public school education. States can also claim progress in higher education, although improvements there have been less dramatic and not as widespread.

Educational improvement programs were in place in many SREB states in 1981 and 1982 before the nation turned its attention to educational reform. The early 1980s were in fact a time of unprecedented state actions to improve education. After Sputnik was launched in 1957 the nation rushed to upgrade education, with most of the efforts having their roots in the nation's capital. In contrast, educational improvements in the 1980s have been rooted in the state capitals.

SREB states have established themselves as leaders in improving educational quality. This opinion is shared across the nation. Now a new challenge faces each SREB state: How to sustain the momentum to improve education by demonstrating to the public the results of quality improvement efforts as we move beyond minimum standards.

Most states cannot now prove that educational reforms are working. In fact, most of the basic information essential to such proof is not available. In a year or two this will be unacceptable. Educational progress will fall short of expectations unless states are able to assess progress and thereby assure long-term public commitment.

States' efforts to measure educational progress must be based, at least, on these general principles:

Any assessment of educational progress must emphasize the primary importance of student learning. Other outcomes are important, but none more so than what students learn. We must give more attention to monitoring, measuring, and evaluating student learning.

Educational progress must be measured in terms of participation and access. Policies that merely exclude students as a way of improving measured levels of achievement of a group do not

promote educational progress or serve the public interest. If educational reforms simply force students with problems out of our schools and colleges, then we have failed.

Progress at one level of education is linked to the next. Therefore, we must evaluate various levels to get an accurate picture.

Assessment of progress should determine whether the resources pledged to reforms are adequate to meet the goals.

These principles can be translated into questions that public officials and educational leaders must answer and to which they must be held accountable:

Are state-initiated reforms becoming a central part of the real operation of schools and colleges?

Are the reforms having the intended results? Are they helping students who need help most?

Are public officials and educational leaders giving the reforms a chance to work by providing adequate long-term financial support and other evidence of a continuing commitment?

Can public officials and educational leaders resist the urge to demand immediate results or to tinker with programs that don't make a dramatic showing at once?

What do schools and colleges know about their students' achievement? How does student learning compare to previous students' performance, to state results, and to interstate and national results that have credibility with the public?

What effects are school reforms having on higher education?

In what ways are colleges and universities able to show improvements in undergraduate education?

We are not persuaded that most states have the basic information to answer these and other questions about educational progress. We have chosen to try to help states answer these questions by reviewing the Southern Regional Education Board's recommendations for quality improvements dating back to the 25 recommendations set forth in 1981 in *The Need for Quality*. While we believe that the SREB states have established themselves as leaders in efforts to improve education, we know that simply applauding these efforts will not keep our states in the forefront. Our emphasis is on what else we must do.

Student Preparation and Achievement in High School

The state boards of education should establish and raise standards for the high school curriculum....strengthening the major field requirements, preventing the acceptance of peripheral courses to count for major subject requirements, and recommending repeal of legislatively mandated courses outside the major subjects.

The Need for Quality, 1981
Southern Regional Education Board

The high school years are where the progress, or the expectation of progress, has been greatest and where early results of some educational reforms can be seen. More demanding high school academic requirements are a reality in all SREB states.

- New standards for high school graduation will be in effect in all SREB states by 1989 *(Table 1)*.
- In the early 1980s, most SREB states required 18 or fewer credits for high school graduation; now, all but one state require at least 20.
- College-bound students in most SREB states can now choose to earn a special diploma requiring additional academic courses *(Table 2)*.
- Students are now required to take more mathematics and science courses. Electives are still permitted, but usually not as substitutes for required courses.
- In 1980, 10 SREB states required only one year of high school science or had no state requirement. Now, 13 states require two years of science; the remaining, three years.
- The number of high school students taking Advanced Placement courses and examinations to qualify for college credit has jumped dramatically in the past five years.
- Several states are changing vocational education to emphasize teaching academic skills.
- Many states now require students to spend a larger portion of the school year and the school day in classroom instruction.

Table 1

High School Graduation Requirements, SREB States

	English	Math	Science	Social Studies	Physical Education/ Health	Other Required Courses	Minimum Credits Required	Test Required for Graduation
Alabama Class of 1989	4	2	2 (one lab)	3	1½	Computer knowledge	22	yes
Arkansas	4	—2 of one— —3 of other—		3	1	½ credit in fine arts; practical arts may replace 1 social studies credit	20	no
Florida[a]	4	3	3 (two labs)	3	1	½ credit each in performing arts and voc ed	24	yes
Georgia[b]	4	2	2	3	1	1 credit in voc ed, fine arts, or computer tech	21	yes
Kentucky	4	3	2	2	1	1 credit from math, science, language arts, social studies, or voc ed	20	no
Louisiana Class of 1989	4	3	3	3	2	½ credit in computer literacy	23	no
Maryland Class of 1989	4	3	2	3	1 (P.E. only)	1 credit in fine arts and 1 credit in voc ed, home ec, computers, or industrial arts/tech ed	20	yes
Mississippi Class of 1989	4	2	2 (one lab)	2	—	—	18	yes
North Carolina	4	2	2 (one lab)	2	1	—	20	yes
Oklahoma	4	2	2	2	—	—	20	no
South Carolina[c]	4	3	2	3	1	—	20	yes
Tennessee	4	2	2	1½	1½	—	20	yes
Texas Class of 1988	4	3	2	2½	2 (1½ P.E.; ½ health)	½ credit in economics	21	yes
Virginia[d] Class of 1989	4	—2 of one— —3 of other— (two labs)		3	2	—	20	yes
West Virginia Class of 1989	4	2	2	3	2	Of 8 required electives, at least 1 unit from fine or performing arts, applied arts, or foreign language	21	no

[a]Florida students in vocational programs may substitute certain sequences of vocational courses to satisfy up to two of the required credits in each of the following areas: English, math, and science.

[b]Georgia students who successfully complete four units in vocational education courses in addition to the general requirements will receive a formal seal of endorsement from the Georgia Board of Education.

[c]One unit in computer science, if approved by the State Department of Education for this purpose, may be counted toward the math requirement. Students who earn one unit in science and six or more units in a specific occupational service area will meet the science requirements for a state high school diploma. Certain vocational programs may count pre-vocational education as one of the six required units.

[d]Virginia students in vocational programs may substitute certain vocational courses to satisfy one of the math and one of the science requirements; students with a "B" or better average receive a Board of Education Seal on their diploma.

SOURCE: Compiled by the Southern Regional Education Board with information from the state departments of education, April 1987.

Table 2
Special Recognition Programs for High School Graduates, SREB States

	Award	English	Math	Science	Social Studies	Foreign Language	Physical Education/ Health	Other Required Courses	Minimum Credits Required
Alabama Class of 1989	Advanced Diploma	4	3	3 (one lab)	4	2	1½	—	22
	Comments: Must become knowledgeable of computers through related coursework								
Florida Currently in effect	**Academic Scholar Certificate**	**4**	**4**	**4 (two labs)**	**3**	**2**	**1**	**1 credit in fine arts**	**26**
	Comments: 1.5 GPA in required courses; students scoring 1100 on the SAT and graduating with a 3.0 GPA with no grade lower than a "C" will automatically be admitted to any state community college or university for up to three years after graduation; these students will also be eligible for a $500 or $750 scholarship while attending any public or private in-state institution								
Georgia Currently in effect	Seal of Endorsement	4	3	3 (two labs)	3	2	1	1 credit in voc ed, fine arts, or computer tech	21
Kentucky Currently in effect	**Commonwealth Diploma**	**4 plus one AP course****	**3 one AP course in either area**	**2**	**2**	**1 must be an AP course**	**1**	**1 elective credit must be an AP course**	**22**
	Comments: Students must complete an AP exam in at least three of the four required AP courses								
Louisiana Currently in effect	Regents Scholar	4	3	3	3½	3	2	1 credit in fine arts	24
	Comments: Certificate awarded by the Board of Regents								
	Louisiana Scholar Program	4	3	3	3	—	2	½ unit in computer literacy	23
	Comments: ACT score of 29 or above, 3.5 GPA with no semester grade lower than a "B," no unexcused absences, and no high school suspensions earns a Gold Seal on the diploma								
Maryland Class of 1989	**Certificate of Merit**	**4**	**3**	**3**	**3**	**1**	**1**	**1 credit in fine arts and 1 credit in computers, home ec, voc ed, or ind arts/ tech ed**	**20**
	Comments: 2.6 cumulative GPA; must complete at least 12 credits of advanced courses, as defined by the local school systems in accordance with state criteria								
North Carolina Currently in effect	North Carolina Scholars Program	4	4	3	3	2	1	1 credit each in voc ed and arts ed	22
	Comments: Overall "B" average; may opt to "concentrate" electives in one of seven areas								
South Carolina Currently in effect	**Academic Achievement Honors Award**	**4**	**3**	**2**	**3**	**2**	**1**	**—**	**22**
	Comments: "B" or higher in each semester course; SAT score of 650 verbal or 700 math								
Tennessee Currently in effect	Honors Diploma	4	3	3 (two labs)	3	2	1½	2 credits in fine arts	20½
	Comments: Cumulative 3.0 GPA with no grade lower than a "C"								
Texas Class of 1988	**Advanced High School Program**	**4**	**3**	**3**	**2½**	**2**	**2 (1½ P.E.; ½ health)**	**½ credit in economics; 1 credit each in fine arts and computer science**	**22**
Virginia Class of 1989	Advanced Studies Program	4	3*	3 (all lab)	3	3	2	—	22
	Comments: Overall "B" average or better earns Governor's Seal on the diploma								
West Virginia Proposed	**Certificate of Academic Excellence**	**Designed for students going beyond the standard requirements in completing a vocational or college preparatory curriculum; criteria include a 3.5 GPA**							

*Includes algebra I and two courses above algebra I level. **AP (Advanced Placement): Advanced courses that may count for college credit.

SOURCE: Compiled by the Southern Regional Education Board with information from the state departments of education, April 1987.

Most of the educational reform packages also include measures aimed at increasing school attendance, particularly by high school students. One apparently effective approach has been tougher attendance rules and fewer allowable absences—South Carolina cut in half the number of allowed absences per year, from 20 to 10; in Texas any student with more than 5 unexcused absences in a semester automatically fails. Since the new standards were put into place, South Carolina has 6,800 fewer absences *per day*. This means that South Carolina students spend over 7 million more hours in school each year. Georgia was one of the first of several states to increase instructional time by restricting extracurricular activities during the school day.

What are the early effects of the changing of standards?

Students Are Taking Different High School Programs

Looking at the courses high school students are taking is one way to determine change due to increased standards. Several states know that more students are enrolled today in academic courses than was the case in the early Eighties.

- In Oklahoma, 21 percent of all high school students are now enrolled in foreign language courses—up from 9 percent earlier. Enrollments in third and fourth years of foreign language have doubled in West Virginia. In Florida, Louisiana, and Texas, more than twice as many students took foreign language in 1985-86 compared to 1981-82.
- In North Carolina and South Carolina, enrollments in science, mathematics, and foreign language have increased.
- While high school enrollments in Tennessee have remained about the same, almost 40,000 more students were enrolled in science courses in 1985-86 compared to 1982-83. Spanish I was taken by twice as many students.
- Over 5,000 more Kentucky high school students took geometry in 1986-87 than just three years earlier (a 16 percent increase); enrollments in chemistry and advanced biology are also up.
- During 1985-86, 93 percent of Virginia's high school students were enrolled in mathematics, compared to 78 percent in 1982; three-fourths of all students took science, compared to 60 percent earlier.

States and districts must know more about high school students' progress than is known today. Many states apparently do not know how many students are enrolled in algebra I and II, chemistry, biology, and other

courses required for graduation. While the emphasis ultimately must be on what students learn, it is important for states to have better information about the courses students take because, generally speaking, students cannot be expected to "know things they have not been taught."

Alabama, Kentucky, Mississippi, Oklahoma, and South Carolina have documented that high school students who complete a college preparatory curriculum have higher scores on college admission tests, such as the American College Test (ACT) or the Scholastic Aptitude Test (SAT).

With minimum standards now in place, programs that encourage students to raise their goals and take challenging high school courses are especially important. Several SREB states have adopted policies to increase the number of public high school students taking advanced courses. One of four public high schools in the SREB states offers Advanced Placement courses—an improvement from three years ago. Florida and South Carolina—states with direct incentives to encourage student enrollment in these advanced courses—have had substantial increases *(Table 3)*.

Table 3

Advanced Placement Programs for Public School Students,* SREB States

	Number of Public Schools Offering Advanced Placement		Number of Advanced Placement Examinations Taken by Public School Students	Percent Increase in Examinations Taken (approximate)	Percent of Students with Score of 3-5†
	1983	1986	1986	1983 to 1986	
United States	NA	NA	238,507	NA	67%
SREB States	1,074	1,439	70,673	99%	59
Alabama	36	69	2,021	119	54
Arkansas	11	38	678	617	62
Florida	133	181	19,193	173	51
Georgia	92	127	3,863	96	64
Kentucky	26	79	2,071	236	48
Louisiana	20	41	1,097	177	50
Maryland	101	104	6,849	32	69
Mississippi	20	40	841	141	46
North Carolina	158	168	5,666	48	64
Oklahoma	25	24	780	82	65
South Carolina	88	127	7,152	171	48
Tennessee	75	79	3,024	45	56
Texas	137	177	8,191	86	69
Virginia	141	169	8,958	61	72
West Virginia	11	16	289	98	58

* Some students did not report whether they attended a public or private school, so numbers may vary by about 10 percent.

† A score of 3-5 (on a 0-5 scale) is considered acceptable for college credit.

SOURCE: Data provided by The College Board Advanced Placement Program, 1987.

Alabama and Louisiana provide incentive funding to schools based on student success in advanced courses. Kentucky's Commonwealth Diploma Program requires completion of Advanced Placement courses and their corresponding examinations. South Carolina requires all high schools with adequate enrollments to offer at least one advanced course. The Virginia state superintendent has called for a similar effort that includes using the "electronic classroom" as a practical way to deliver courses to all schools in the state. Alabama, Kentucky, and Oklahoma have funded training programs to prepare teachers for the advanced courses.

An increase in students taking advanced courses is important, but success rates of students in the program must be followed. Success at the same rate as the national average should be expected; instruction must be adequate and teachers well-prepared.

What Is Being Taught Needs To Be Carefully Examined

Requirements for high school courses must be more than just "on paper." If we accept watered-down versions of English, mathematics, science, and social studies courses, we have gained little. Leaders must insist on and support substantive examinations of the content of courses, with changes where necessary. Too little of this has occurred. Alabama and Florida have developed basic and advanced skill levels for courses. In Arkansas, new state standards have focused on course content, with periodic school-to-school measurement of students planned to see if content has been covered. Maryland is developing new frameworks for curricula and has a study underway on the effects of changes in graduation requirements. North Carolina and Texas have developed new guides for the content of each high school course.

Almost all SREB states have added student testing programs as part of the accountability provisions of educational reform *(Table 4)*. Monitoring the achievement of students is important in determining whether gains are occurring for all students, especially for those who have not met minimal standards in the past. However, states generally do not know whether high school students who intend to enter college are acquiring the necessary skills needed to begin college-level work. The few states that are able to systematically gauge skills of entering college freshmen find that one-third to one-half need remedial education.

A new type of student assessment is called for—one that will motivate students and let them and their teachers know by the high school junior year whether students are on schedule to be ready for college. College-preparation assessment—while there is still time to help those students who are unprepared—can be accomplished without dramatic increases in testing time

or costs. States should evaluate the purposes and priorities of the entire range of their high school testing programs and make a college-preparation assessment part of their revised testing program. (See also the recommendations on undergraduate education.)

While more testing is now the rule, most states still do not have student achievement results that tell them how their students are doing compared to current and truly national results or how their students are doing compared to students in other states. Eight SREB states do have initial information of this kind. The SREB/National Assessment of Educational Progress pilot program, in which Arkansas, Florida, Louisiana, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia participated, proved that it is practical and feasible to obtain state-by-state information on student achievement. Furthermore, these states have 1986 and 1987 results about their students' achievement so they can reliably measure state-level progress against these benchmarks. And, they can use the results to spur needed actions. For example, the National Assessment of Educational Progress shows that eleventh-grade black students in SREB states and the nation read at the same level as seventh-grade white students. Results of this kind can grab public attention and build support for dealing with unacceptable disparities in student achievement.

The National Assessment of Educational Progress, United States Department of Education, and Chief State School Officers organization have all endorsed the idea of comparable state-by-state student achievement results.

SREB states should be in the first group of states to participate in the proposed state-by-state national assessment endorsed by former Tennessee governor Lamar Alexander and the National Assessment of Educational Progress review panel he chaired in 1986. If a new state-by-state student assessment program is not established, SREB states will continue to be compared by measures on tests (such as the ACT and SAT) that do not give representative state results.

An emphasis on student achievement is needed because student learning is the most important outcome of educational reform efforts in schools and colleges. State leaders will not be able, for very long, to raise salaries, reduce class sizes, add computers and books, and develop special programs for gifted students and for those needing remedial help unless states can demonstrate that students are learning more.

Table 4

Student Testing in Grades 9-12, SREB States

	Tests	Subjects Tested	Grade Level Given	Required for High School Graduation	Percentage of Students Passing Required Graduation Test 1986
Alabama	Alabama Basic Competencies Test (state developed)	reading, language, mathematics, writing	9	no	
	Stanford Achievement Tests (nationally normed)	reading, language, mathematics, listening	10	no	
	Alabama High School Graduation Exam (state developed)	reading, language, mathematics	11 (fall); three additional opportunities	yes	approximately 94% passed on the first attempt
Arkansas	Metropolitan Achievement Test (nationally normed)	reading, language arts, mathematics, science, social studies	10	no	
Florida	State Student Assessment Test-Part I (state developed)	communication skills (reading, writing) mathematics	10	no	
	State Student Assessment Test-Part II (state developed)	communication skills (reading, writing) mathematics	10 (after March 15); 11 — twice; 12 — twice	yes	approximately 99%
Georgia	Tests of Academic Progress (TAP) (nationally normed)	composition, reading, mathematics, use of information	9	no	
	Georgia Basic Skills Test (state developed)	reading, mathematics, problem-solving (writing, effective fall 1987)	10 (fall); five additional opportunities	yes	approximately 99%
Kentucky	Kentucky Essential Skills Test (state developed)	reading, writing, spelling, mathematics, reference skills	9-12	no	
	Test of Cognitive Skills (nationally normed)	reading, writing, spelling, mathematics, reference skills	10	no	
Louisiana	Louisiana Educational Assessment Program (state developed)	reading, writing, mathematics, science, social studies	11	yes (when funds become available)	—
Maryland	Maryland Functional Tests of Reading, Writing, Mathematics, and Citizenship (state developed)	reading, mathematics, citizenship (writing, effective class of 1989)	9 (first time); two opportunities each year	yes	not available
Mississippi	Mississippi Basic Skills Test (state developed)	reading, language arts, mathematics	11	no	
	Functional Literacy Examination (state developed)	reading, language arts	11	yes (effective with class of 1990)	—

Table 4

Student Testing in Grades 9-12, SREB States

	Tests	Subjects Tested	Grade Level Given	Required for High School Graduation	Percentage of Students Passing Required Graduation Test 1986
North Carolina	North Carolina Competency Test (state developed)	reading, writing, mathematics	10 (first time); at least five opportunities before end of senior year	yes	96%
Oklahoma	**Metropolitan Achievement Test (nationally normed)**	**reading, writing, language arts, mathematics, science, communications, citizenship**	**10**	**no**	
South Carolina	Comprehensive Tests of Basic Skills (CTBS) (nationally normed)	reading, spelling, language, mathematics, social studies, science, reference skills	9, 11	no	
	Basic Skills Examination (state developed)	reading, writing composition, mathematics	10 (first time); with additional opportunities	yes (effective with class of 1990)	—
Tennessee	**Stanford Task II (nationally normed)**	**reading, English, science, social studies, mathematics**	**9 (fall), 12 (winter)**	**no**	
	Tennessee Proficiency Test (state developed)	**reading, language, spelling, mathematics**	**9 (first time); four additional opportunities**	**yes**	**not available**
Texas	Texas Educational Assessment of Minimum Skills (state developed)	reading, writing, mathematics	9 (first time); with additional opportunities	yes	—
Virginia	**Standards of Learning Assessment Program (state developed)**	**language arts, mathematics, science, social studies, health—physical education, art, music, and foreign language available in 1988**	**9-12**	**no**	
	Science Research Associates Achievement Series (SRA) (nationally normed)	**reading, language arts, science, mathematics, social studies**	**11**	**no**	
	Minimum Competency Tests (state developed)	**reading, mathematics**	**10 (first time); yearly opportunities through 12**	**yes**	**96% passed on first attempt**
West Virginia	Cognitive Abilities Test (COGAT) (nationally normed)	verbal and non-verbal skills	9	no	
	Comprehensive Tests of Basic Skills (CTBS) (nationally normed)	reading, language, spelling, mathematics, reference skills, social studies, science	9, 11	no	
	Writing Assessment (state developed)	one written essay	10	no	

SOURCE: Compiled by the Southern Regional Education Board with information from the state departments of education, April 1987.

High School Dropouts: Are We Creating A Third World Nation in our Midst?

Despite the improvements and anticipated improvements in the high schools, one of our nation's most disturbing educational problems is high school dropouts. Surprisingly most states do not know very much about dropouts, including how many there are each year. Some facts are known:

- Black students are more likely to drop out than are white students—in some school districts, black students drop out at twice the rate. Hispanic students are even more likely to drop out. Only about one-half of the Hispanic students in this country graduate from high school.
- In actual numbers, more white students drop out of school each year than do either black or Hispanic students.
- Minority students from urban areas with under-educated single parents are the most likely to drop out of school.

Many states estimate the number of students who drop out each year using the same method as the United States Department of Education—by counting 12th grade graduates and comparing that to the number of students who entered the 9th grade four years earlier. This is not a very accurate way to obtain information for dealing with this serious problem, but it is a commonly used method. The Department of Education count shows that the *national dropout rate is 29.4 percent.* Unfortunately, in two-thirds of the SREB states the rate is even higher *(Table 5)*, and state "averages" cover up the fact that in some school districts the dropout rate may be nearly twice the state average.

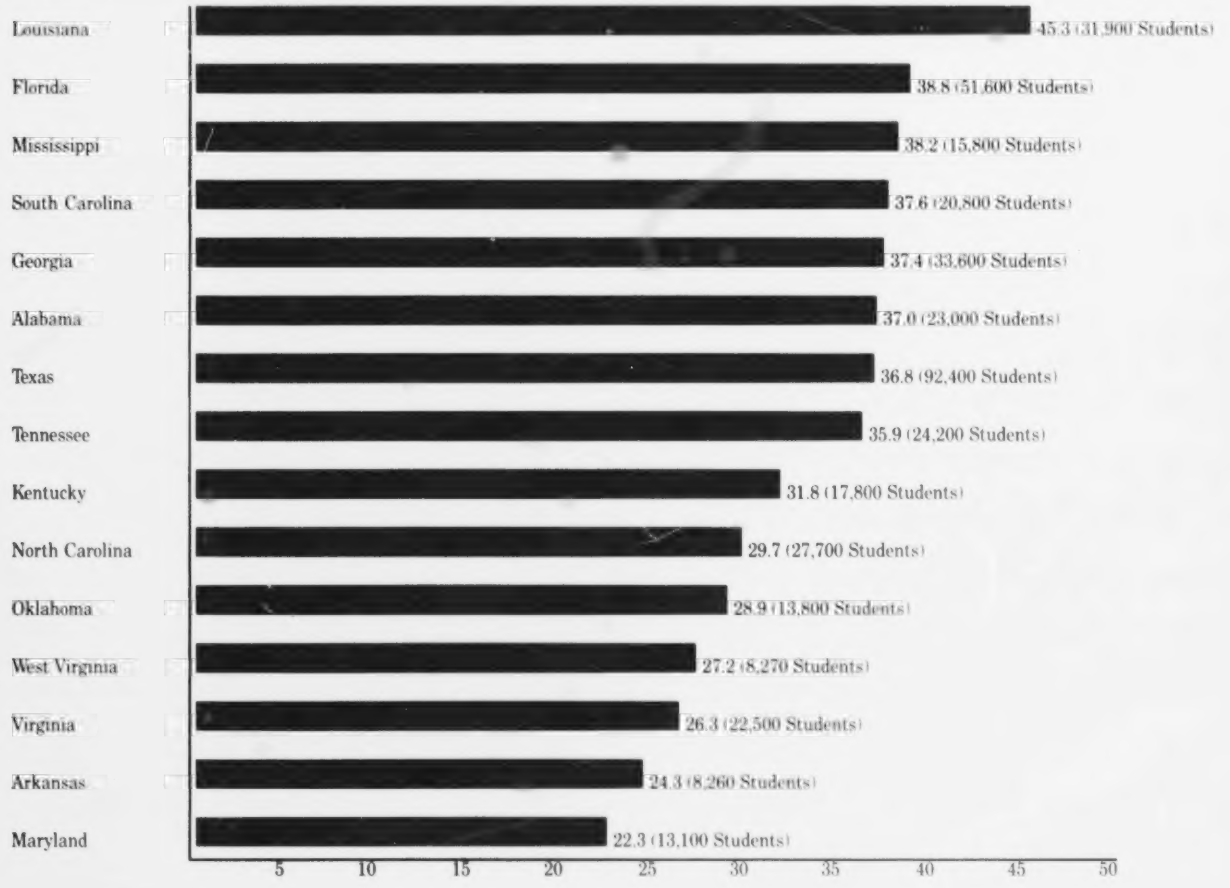
- Each year, over 400,000 students in the SREB states leave school without the minimal basics needed for employment in skilled jobs. Imagine a 2,200-student high school closing every school day in an SREB state; that is 400,000 dropouts by the end of the year.
- There are more students dropping out of high school each year in the SREB states than there are freshmen entering all of the public two-year and four-year colleges and universities as full-time students in SREB states.

If these discouraging rates and the demographic patterns remain stable in the SREB states, by *1999* (the year that this fall's first-grade class should complete high school) almost *4 million* children will have become "educational casualties"—unskilled and unprepared.

However, with the increasing proportions of black and Hispanic students—students who currently have higher dropout rates—*4 million dropouts could well be an underestimate of the problem!*

Table 5

High School Dropout Rate*
(reported in percentages)
and Number of High School Dropouts, SREB States, 1985-86



* 12th grade graduates compared to number of students when the class entered the 9th grade (adjusted for migration)

SOURCE: Compiled by the Southern Regional Education Board from National Education Association and United States Department of Education published data, April 1987.

The alarming number of dropouts in SREB states paints a discouraging picture for social and economic growth. The Bureau of Census has found that more than one-third of high school dropouts are unemployed; 85 percent of males who do find employment work in unskilled jobs. Dropouts will earn less and have longer periods of unemployment in their lifetimes than students who complete high school.

- The unemployment rate for dropouts is twice that of persons with a high school education only.
- For males who graduate from high school, every year of high school can be worth up to $50,000 in lifetime earnings.

The school dropout problem must be fought on two levels. Tens of thousands of students in middle, junior high, and high schools are already well along the route to becoming high school dropouts. But the potential high school dropouts of the year 2000 are, or should be, in kindergarten this fall. If states are serious about reducing high school dropouts, they will create new educational programs for both groups of students.

To help more of today's kindergarten and first-grade students graduate from high school will take school intervention programs, such as those in Arkansas, Georgia, Kentucky, South Carolina, and Texas, that help schools with large numbers of low-performing students. Increasing the odds for students to graduate from high school will mean reducing class size in the early grades, emphasizing readiness for school and early childhood education, and investing in remedial programs in elementary schools where the opportunities for success are perhaps greatest.

For today's middle and high school students who are most at risk for dropping out, states and schools will have to create and support programs that are out of the ordinary. If the available dropout statistics tell us anything, it is that ordinary efforts will not save students with extraordinary problems. Vocational education offers one example of what must be done. Substantial numbers of students in high school vocational programs have become dropouts. States are redirecting vocational education programs to teach basic skills, rather than focusing only on limited job skills. Thirteen SREB states are forming a consortium to strengthen the teaching of basic skills through vocational courses. States are creating new courses that incorporate basic skills instruction using an applied, or "hands-on," approach. These will be field-tested and shared with other consortium states. South Carolina has already developed courses that emphasize and teach mathematical skills through vocational education courses.

Motivation should not be underestimated as part of the problem and solution to the school dropout dilemma. This means helping students

redefine goals so that they want to complete high school. The Coordinating Board for the Texas College and University System has a project using federal JTPA (Job Training Partnership Act) funds for an 8-week summer program. (JTPA funding now requires that a portion of the money be spent on programs such as dropout prevention.) Last summer, 1,500 students spent time on 15 Texas college campuses. In addition to taking basic courses, students participated in activities with college students, who became mentors. The first "graduates" of this program were high school seniors last year; 90 percent graduated compared to the expected 50 percent.

Recommendations for high school preparation and achievement follow:

1 States and districts should "hang tough" in implementing new high school graduation requirements. These requirements are just taking effect. They have not created any of the educational problems states face today and, in fact, provide an opportunity for improvement. To determine whether the requirements are improving education, states will need better information on:

- — student achievement
- — dropout statistics that include more than counting students in grades 9 and 12
- — student attendance
- — course-taking patterns of high school students

2 States and school districts should go beyond citing and counting credits as evidence of real change in high school education. Now, the focus should shift to the content of courses—especially to moving beyond minimum objectives for all students.

3 State-level programs to increase student enrollments and success in advanced courses (such as Advanced Placement) should be started. These may be incentive programs for schools where students succeed or support for training teachers in these subjects. States that have not created special diploma programs to challenge college-bound students should do so.

4 States should review their student testing programs, especially high school testing, and establish a new college-preparation assessment to help students get ready for college and to reduce remedial education in college.

5 SREB states, which were the first to prove it is possible to have comparable state-by-state student achievement information, should be in the first group of states to participate in the proposed nationwide assessment program.

6 SREB states must develop procedures that enable them to know the size and nature of the dropout problem. These procedures should pinpoint schools with higher than average dropout rates.

- — SREB states should provide incentives for districts to reduce the dropout rate, and examine ways to use existing state and federal funding to create special programs aimed at reducing dropouts.
- — States should support district programs that emphasize the teaching of basic skills through vocational education courses. The consortium formed by SREB and 13 states to establish programs demonstrating how basic skills instruction can be delivered through vocational education is a much needed step.

SREB State Actions to Improve Undergraduate Education

Some important actions have been taken to improve higher education, although these efforts have been less dramatic and not as widespread as school reforms.

- High school course requirements for college admission have been raised and are clearer.
- There is some coordination with the schools on college preparation and communication to prospective students of what college-level work really is or should be.
- Higher standards for degree-credit work, core curriculum, and accountability for student outcomes are being discussed.

Each effort to implement higher and clearer standards is important in ensuring that degrees awarded by the colleges and universities in the SREB states are meaningful. Without rigorous standards, many students will continue to be deprived of the challenges and expectations essential to a quality collegiate education. Without standards, students may earn a degree but not have proved that they can read, write, or compute beyond the high school level.

Most SREB states currently have in effect or have recommended increased numbers of units in college preparatory courses for admission to four-year public colleges and universities (*Table 6*). These requirements typically represent 4 units in college-preparatory English; 2 or 3 in specified mathematics courses, such as algebra I and II and geometry; 2 or 3 in specified science courses (including laboratory sciences); and 2 or 3 in social studies.

The increase in required high school units underscores why colleges and schools should work together in ways they rarely have.

Several states have statewide programs to bring information about higher and clearer standards directly to all high school students and to secondary school administrators and counselors. And, although most programs to date are directed at "gifted" students and those most likely to go to college, other programs have been designed to help students who traditionally have been less likely to attend.

Table 6

Units of High School Work Recommended or Required for College Admission, SREB States

	English	Math	Science	Social Studies	Foreign Language	Comments
Arkansas Recommended to be phased in by 1990	4	2	2	3	2	Science units must be taken in biology, physics, or chemistry. ½ unit of computer science is also required. Foreign language must be in one language.
Florida Effective fall, 1987	4	3	3	3	2	Four additional electives within the college preparatory areas or from a list of approved electives are required.
Georgia Effective fall, 1988	4	3	3	3	2	The following courses are strongly recommended: fine arts, one additional lab course in science, a third course in foreign language or study in a second foreign language, trigonometry, computer technology, typing, and physical and health education.
Kentucky Effective fall, 1987	4	3	2	2	—	One additional unit each in math and science, study in a foreign language, fine arts, and computer science are also recommended.
Louisiana Currently recommended	4	3	3	3	3	½ unit of "Free Enterprise" required. Two units of physical education, one unit of fine arts, and one unit of typing are also recommended.
Maryland Effective fall, 1988	4	3	2	3	2 (effective in 1992)	Two years of foreign language and one additional math course are currently recommended.
Mississippi Currently required	4	3	3	2½	—	One elective in math, science, or foreign language is required. Units in foreign language, computer science, and typing are also recommended.
North Carolina Effective fall, 1988	4	3	3	2	—	Two units of foreign language are recommended. One language unit and one math unit should be taken in the 12th grade.
Oklahoma Effective fall, 1988	4	3	2	2	—	Two units of foreign language and two units from the following are recommended: computer science, speech, economics, geography, government, psychology, or sociology.
South Carolina Effective fall, 1988	4	3	2	3	2	One additional unit is required: math, computer science, or a combination of these, or world history, or international relations.
Tennessee Effective fall, 1989	4	3	2	2	2	Math units must include algebra I and II, and geometry or another advanced course. One unit of U.S. history is included in the social studies requirement. Institutions governed by the State Board of Regents require one unit in the visual and/or performing arts and recommend one additional unit in the arts, math, and foreign language.
West Virginia Under consideration	4	2	2	3	—	Two units in foreign language are recommended.

SOURCE: Compiled by the Southern Regional Education Board with information from the state higher education agencies, April 1987.

Standards to Begin College-Level Coursework

Florida, Georgia, and Tennessee already have statewide testing standards for placing students in college-level, degree-credit study or remedial programs after they are admitted to college. These standards apply to both two-year and four-year colleges. Arkansas has mandated and Texas has recommended placement testing. Louisiana, South Carolina, and Virginia are considering adoption of placement testing programs (*Table 7*).

Why are these "placement" standards important? With standards in place, Florida, Georgia, and Tennessee can identify the extent of the remedial problem, can deal with it in a systematic way, and can build a meaningful foundation for improvements in bachelor's degree programs. Other states are not in a position to do this.

What if all SREB states had placement standards for students to begin college-level work? For instance, what if standards like those in the Tennessee State College and University System were used and the percentage of

Table 7

State Testing Initiatives to Improve Undergraduate Education, SREB States

	Test for Placement in Degree-Credit Work	"Rising Junior" Examination†
Alabama	Under consideration	No
Arkansas	Mandated placement testing (1988)	Under consideration
Florida	Qualifying score on 1 of 4 (ACT, SAT, MAPS, or ASSET)*	College-Level Skills Test (Sophomore year)
Georgia	Qualifying score on SAT or state basic-skills exam	Regents' Exam (Sophomore year)
Kentucky	No	No
Louisiana	Under consideration	State policy for institutional assessment
Maryland	Institutional standards required in 2-year colleges	Under consideration
Mississippi	No	No
North Carolina	No	No
Oklahoma	No	Under consideration
South Carolina	Under consideration	Recommended by study commission
Tennessee	ACT/AAPP for State College and University System)	Institutional assessment required for state funds
Texas	Recommended basic skills assessment	No
Virginia	Statewide standards study underway	Each institution must have an assessment plan
West Virginia	No	No

* AAPP (Academic Assessment Placement Program); ASSET (Assessment and Placement Services for Community Colleges); MAPS (Multiple Assessment Programs and Services)
† Does not include assessments for placement in teacher education

SOURCE: Compiled by the Southern Regional Education Board with information from state higher education agencies, April 1987.

students needing remedial education in other states was similar to that in Tennessee? (The few states with placement standards have surprisingly similar percentages of students in remedial education—more than 40 percent.) Using the Tennessee rate, over 200,000 college students in SREB states would be enrolled in remedial/developmental courses. Over 11,000 remedial/developmental classes would be required to meet their needs. This would be the equivalent of one large state university in each state teaching nothing but remedial education.

Clearly the impact of even modest placement standards would be dramatic. The lack of placement standards conceals the vast numbers of students who are not prepared to begin college. Without standards, accurate estimates of remedial education needs cannot be made. Without standards many, if not most, of these unprepared students may be receiving baccalaureate degree-credit for the courses they take. Without statewide standards, the definition of college-level study becomes whatever an institution wants to call it.

Assessing College Students' Performance

Two states in the SREB region—Florida and Georgia—require some form of a "rising junior" test assessing students' ability to advance into upper-level coursework (*Table 7*). In each case the tests were developed specially for, or by, the state and measure basic academic skills. (Virtually all SREB states have requirements for students entering teacher education programs.)

- Arkansas, Maryland, and Oklahoma are considering some form of a statewide assessment. In Maryland, discussion centers on the assessment of higher-order skills.
- Louisiana's Board of Regents recently required all institutions to develop assessments of the general education competencies of students after they have completed their sophomore year.
- In Virginia, to be eligible for the state incentives funding program, each college and university is required to develop a student assessment plan.
- In Tennessee, assessment of the performance of upper-class undergraduate students is one way institutions can qualify for funding from the state's performance funding program.
- A special study of the South Carolina higher education system recommended a statewide college-level assessment.

The State Role in Standards and Assessments

Several states are making good progress in recognizing the need for systemwide standards that indicate the skills students should have before beginning college-level study. But, over half of the SREB states do not have firm plans to address what may be the most critical need for improving the quality of undergraduate education. A statewide role is needed:

- To provide assurance that schools send clear signals to students about what skills will be required to begin college;
- To identify the extent of the problem of students who are unprepared for college;
- To confirm that all public institutions, including the less selective or open-door colleges and universities, offer quality education to undergraduates.

Current efforts to improve undergraduate education in ways that go beyond simply raising admission standards have been halting and confused. Several obstacles have hindered improvement initiatives:

- There has been an unwillingness to recognize that course grades by themselves are not adequate indicators of student performance on certain important outcomes.
- There has been a preoccupation with the uniqueness of individual institutions and their need to set their own standards and conduct their own student assessments. Establishing the meaning of undergraduate education may require, at least for a time, that all institutions share basic or threshold standards. Standards at the basic level would not preclude higher standards to indicate superior performance and recognition. Institutions and faculty should and do have the right to set higher standards.
- The recent emphasis on assessment, while important, has resulted in the neglect of setting and applying performance standards; assessment is only a means for improving student and faculty performance.
- The need to identify standards for student outcomes that apply to any undergraduate program is being ignored in the popular rush to insist that there are many different outcomes of an undergraduate education. Few would argue that there are many dimensions of student performance, but this does not prohibit identifying certain outcomes, standards, and assessments.
- The use of standardized or common tests is being slighted by popular claims that assessment should include a variety of evaluation procedures. Standardized tests need not interfere with other evaluations.

As states address these issues over the next decade, they will want to be sure that certain basic levels of standards and procedures for student assessment are adopted by all institutions. There are at least two general approaches for combining statewide and institutional interests. State policy could encourage all colleges as a group to agree on the nature and levels of student competency standards for various programs. State policy could then expect these colleges to agree on common ways to assess student performance with respect to these standards. This common approach can work if the standards and assessments are viewed as minimum, or threshold, measures and their purpose is to determine whether students have mastered certain essential skills or knowledge. At the same time the state must encourage individual institutions (perhaps through state funding incentives) to set higher standards and carry out more rigorous assessments on their own.

Another approach is for state policy to include, upon the recommendations of institutions as a group, a core of minimum standards. Individual colleges then may establish their own standards and develop their own ways to assess student performance. A state-level group, relying upon recommendations of a committee of institutional representatives, would certify that the standards at individual colleges meet or exceed the statewide standards. The state-level role would also entail monitoring individual institutional assessments to determine whether performance levels meet that the minimum standards.

The following recommendations for establishing placement standards are directed to all states and their colleges and universities:

7 States should require their higher education institutions to identify and implement statewide minimum standards and assessments for placement of all students in courses that earn credit toward the baccalaureate degree. These standards and assessments should relate to those competencies students should possess to be ready for college-level study.

8 Faculty should determine the nature of these standards and assessments, and efforts at the individual institutions should be coordinated statewide. The standards and assessments should be evaluated periodically by groups of institutions and faculty to determine their validity.

9 Students who do not qualify for placement in degree-credit programs should be directed to separate remedial courses for which no degree credit should be granted. Exit standards and assessments should be set for these post-high school college preparatory programs. These exit standards should be based on outcomes and should be as high as the original placement standards.

10 States should support necessary remedial education especially in those colleges that admit all or most students with a high school diploma. These programs will help make it possible for colleges to raise standards and maintain access at the same time.

To assure a combination of state and institutional interests in setting college performance standards, the following recommendations are made:

11 Each college and university should establish performance standards for its degree programs and develop systematic ways to assess the performance of all students. Students should be expected to meet these standards to qualify for a degree.

12 The standards set by the individual colleges should be reviewed to assure that certain essential competency standards meet or exceed a statewide threshold, which should be established in consultation with the institutions.

School-College Relationships:

Several points emerge from actions to date.

- By and large most efforts between colleges and schools still focus on the identification and further preparation of above-average school students.
- Most states have not responded with comprehensive policies and actions that encourage joint school and college efforts to improve the preparation of educationally and economically disadvantaged school students.
- Few states effectively report information to the schools on student performance in college.
- Current state-initiated activities concentrate on establishing new college admission standards, primarily high school course requirements. Much less attention is paid to the identification and communication of the skills that students need to begin college study.

The long-term success with which colleges can raise standards while maintaining access depends upon the extent to which schools and colleges work together to prepare students for college. Students must be reached and challenged while they are still in high school. The schools cannot do this alone. Colleges must convey information about standards and work with the schools to identify and help students who are not progressing toward the standards.

The following recommendations are offered to encourage states to initiate and support school-college programs, especially those that reach out to school students who are not in the top quarter of their classes:

13 States should require the establishment of joint coordinated efforts between each two-year and senior college or university and the schools. These efforts should be structured through formal school-college articulation agreements.

14 The communication and computation skill levels needed for placement in college study should be conveyed to high school staff and students.

15 School and college faculty should jointly determine how the learning skills needed to meet college placement standards can be emphasized in the school curriculum, with instruction and assessments beginning at the earliest possible stage.

16 Assessment procedures should be established that will indicate to all school students as early in high school as possible the progress they are making in developing the skills needed for college. A new form of assessment should be considered—one that might include common tests which measure skills expected at each grade level.

17 Colleges should feed back information to high schools on the collegiate performance of beginning college students. The schools and colleges should compare the collegiate performance information with the high school records as a way to identify what works.

Quality Teachers for the SREB States

Success in attracting and retaining quality teachers hinges on no single factor.

The Need For Quality, 1981
Southern Regional Education Board

The immediate challenge in the early 1980s, accepted by all SREB states, was to establish minimum standards for teachers. Actually, actions to improve teaching were underway well before the national focus on educational reform. The challenge now is to continue and evaluate those standards—and *move beyond* them.

Initial reforms in the SREB states focused on teachers—testing to enter teacher education programs and for certification, on-the-job assessment and assistance for beginning teachers, and evaluation of all teachers in the classroom. Subsequently, programs to attract and retain teachers, such as loan-scholarships and alternative certification, took hold.

The most controversial and, perhaps, far-reaching change in teaching has been career ladder or other incentive programs to reward outstanding performance in the classroom. Efforts to improve college and university programs that prepare teachers and to expand joint college-school activities to increase on-the-job learning in classrooms are underway, or at least being discussed, in several states. So, too, are questions about the teacher workplace—who is teaching in the schools, supply/demand issues, standards for teachers, and ways for states to expand the pool of quality teachers.

Teacher Workplace

Nationwide, in 1986, over 80 percent of teachers were satisfied with their jobs; about one-fourth reported they were likely to leave teaching in the next five years.

This national survey reported that teachers in the SREB states, more than in the nation at large, felt respected for their work; were recognized for good performance; had excellent or good support of administrators; and enjoyed teaching. This overall encouraging picture is clouded by several facts:

- Teachers in the SREB states reported major problems to be poor salaries, lack of student interest, lack of community support, and overcrowded classrooms.

- Teacher salaries in SREB states remain below the national average, except for Maryland.
- Only 50 percent of teachers' time is spent working directly with students, according to a 1987 North Carolina study.
- In most of the SREB states, at least three-fourths of the teachers are women; for South Carolina, Georgia, and Louisiana it is more than 80 percent.
- The proportion of minority teachers is decreasing in every SREB state.

Only a small number of minority teachers were certified in 1986. The problem will worsen unless there are substantial efforts to reverse the trend. For instance, in one state the percentage of newly certified minority teachers dropped by nearly one-half in a four-year period (16 percent to 9 percent). Surprisingly, many states apparently do not know how many minority teachers they have and most do not know how many were certified last year *(Table 8)*.

Table 8

Minority Teachers, SREB States

	Minority Students as Percent of K-12 Enrollment 1985*	Percent of Minority Teachers 1985-86†	Percent Initial Teacher Certificates Awarded to Minorities† 1985-86
Alabama	36%	25.7%	8.9%
Arkansas	26	14.5	Not Available
Florida	32	20.2	Not Available
Georgia	37	Not Available	Not Available
Kentucky	11	Not Available	Not Available
Louisiana	44	Not Available	Not Available
Maryland	42	22.7 (1984-85)	13.5
Mississippi	51	Not Available	10.9
North Carolina	34	23.3	11.6
Oklahoma	24	7.5	Not Available
South Carolina	41	22.6	Not Available
Tennessee	22	Not Available	Not Available
Texas	43	22.6	Not Available
Virginia	28	19.0	8.3
West Virginia	5	Not Available	Not Available

SOURCES: * U.S. Department of Education, February 1987
† Compiled with information from the state departments of education, April 1987

The Supply of Teachers

While most SREB states still have fewer teacher education graduates than in the past, Louisiana, Oklahoma, and West Virginia show increases since 1982. Florida has shown recent increases, and declines in Alabama, Georgia, and Texas have leveled off. Individual SREB states rely on other states for substantial numbers of their teachers—almost half of the initial teaching certificates issued in Florida, North Carolina, and South Carolina go to out-of-state graduates.

Recent supply/demand studies in Florida, Maryland, North Carolina, and South Carolina indicate that teacher shortages are here and, unless there is a turnaround, are projected to continue, especially in science, mathematics, and special education.

SREB states are taking actions to expand the pool of teachers through loan-scholarship programs, alternative certification to allow liberal arts graduates to enter teaching, and incentive programs for teachers. Florida, North Carolina, Oklahoma, South Carolina, and Virginia have established state centers to assist in recruiting teachers. South Carolina supports a joint school-college Teacher Cadet Program to interest high school students in teaching. Students participate in teaching-related activities including a course for 3 hours of college credit.

Alternative certification programs that enable liberal arts graduates to become teachers are new and still expanding *(Table 9)*. Mandated by state board and legislative actions, these structured programs include standards higher than those for emergency certification. So far, relatively small numbers of persons are entering teaching through these programs.

In 12 of the 13 SREB states that have loan scholarship programs, funding and the number of scholarships available increased last year. Alabama, Kentucky, North Carolina, South Carolina, and Texas have programs that awarded over $1 million in grants in 1986; most went to undergraduate students. States do not have adequate data on whether the students teach or simply repay the loans.

Florida, North Carolina, South Carolina, and Virginia have special programs to retrain teachers for science and mathematics positions. Funding ranges from $1 million to $10 million per state.

The following recommendations deal with expanding the pool of teachers:

18 States should develop alternative certification programs to allow liberal arts graduates to become fully certified as teachers. The programs should be joint, systematic, and structured school-college efforts with closely supervised internships during the first full year of employment.

19 Expanding the pool of potential teachers through loan-scholarship and retraining programs should be continued. States that are not carefully monitoring loan-scholarship programs should do so to determine if the programs are successful in getting new teachers into the classroom.

Table 9

Alternative Certification for Teachers, SREB States*

	Bachelor's Degree in Subject Area	Certification Test	Internship	Additional Training	Teachers Eligible	Number of Certificates Awarded for School Year	
						1985-86	1986-87
Alabama	Yes	Pass	Yes	Complete master's degree—minimum 20 quarter hours in subject matter	Not restricted	—	(500 enrolled in program)
Florida	Yes	Pass	Yes	Yes	Secondary	8	8 (30 additional by 6/30/87)
Georgia	Yes	Pass	Yes	Yes	Critical need	In planning stage	
Kentucky	Yes	Pass	Yes	Yes	Critical need	In planning stage	
Louisiana	Yes	Pass	—Program developed— with college		Secondary	Not Available	
Maryland	Yes	Pass	Yes	Approved Program	Elementary/ Secondary	Not Available	
Mississippi	Yes	51st percentile on NTE	Yes	Yes	All	—	90
North Carolina	Yes	Pass	—Program developed— with college		Critical need		200 in 1986
Oklahoma	Yes	Pass	Yes	Complete regular teacher education program	Critical need	No certificates yet	
South Carolina	Yes	Pass	—Program developed— with college		Critical need	118	98 (Additional by 6/30/87)
Texas	Yes	Pass	Yes	Year's supervision	Critical need	154	350
Virginia	Yes	Pass	Yes	Coursework or demonstration of competency	Secondary	517	186
West Virginia	Yes	Pass	Yes	Demonstration of competency	Critical need	Not Available	

* Program designed for liberal arts graduates or non-traditional students

SOURCE: Compiled with information from the state departments of education, April 1987

Standards for Teacher Performance

All SREB states require subject matter tests for teacher certification; 13 states require tests of basic skills for entrance into teacher education. Georgia and Oklahoma led the nation in the assessment of beginning teachers. Now, 10 states assess beginning teachers' performance for one to three years *(Table 10)*. Three states—Arkansas, Georgia, and Texas—require teachers to pass a test for recertification.

Passing scores needed for certification are set at minimum levels in nearly all states. Some states, such as Mississippi, are raising scores on a regular schedule. Minorities continue to pass the teacher tests at much lower rates than whites. Results are similar across all the states—generally 30 to 40 percent of the minority candidates pass while the passing rate for all teachers is 85 to 90 percent. Fewer minorities graduating from teacher education programs plus large numbers not passing tests create a critical problem for states.

Specific actions to reverse this situation will be necessary, such as those taken by the 1986 Virginia General Assembly to support efforts at Norfolk State University and Virginia State University to improve their graduates' passing rates on the teacher certification examinations. Norfolk State University is revising curricula, providing assistance to underprepared students, and creating an assessment center to evaluate student progress. Virginia State University has developed special diagnostic tests and individual program planning for students.

The issue of reciprocity on certification tests among the SREB states continues to get little attention. One joint effort on certification testing is particularly noteworthy. In cooperation with Educational Testing Service and SREB, six SREB states (Arkansas, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia), along with Connecticut and New York, are jointly developing or adapting 10 teacher certification tests this year. Savings to states are considerable. Although the argument is made that "subject matter" differs from state to state, these states have been able to develop and agree on a core of objectives to be tested. Each state will, however, establish the passing score on each test.

These recommendations are for performance standards to enter teaching:

20 States should maintain requirements for entrance into teacher education and consider raising standards for certification testing.

Table 10

Standards for Teachers, SREB States

	Minimum Requirements for Admission to Teacher Education Programs	Test Before Certification	Performance Assessment of Beginning Teachers
Alabama	1.2 GPA/3.0 scale or 2.2 GPA/4.0 scale; ACT score of 16 (SAT 745); Passing score (70+) on the Alabama English Language Proficiency Test	Alabama Teacher Certification Test—subject area and professional studies	Performance assessment during probationary period (part of proposed Career Ladder Plan)
Arkansas	**2.5 GPA/4.0 scale; PPST (effective 1988)**	**NTE Core Battery III; NTE Area Examinations (if one exists)**	**Entry-level certificate with performance assessment (discussed)**
Florida	ACT score of 17 (SAT 840)	Florida Teacher Certification Exam—reading, writing, math, and professional skills; subject area examinations effective July 1988	Beginning Teacher Program—includes performance assessment
Georgia	**2.5 GPA/4.0 scale; Regents' Examination—reading and writing**	**Georgia Teacher Certification Tests—subject area**	**Performance evaluation during provisional period**
Kentucky	2.5 GPA/4.0 scale; Grade equivalent score of 12.5 on CTBS—writing, reading, and math	NTE Core Battery I, II, and III	One-year internship with assessment by teachers
Louisiana	**2.2 GPA/4.0 scale; NTE Core Battery I & II**	**NTE Core Battery III; NTE Area Examination**	**Teacher Internship Program (to be implemented)**
Maryland	2.5 GPA/4.0 scale is the average admission standard in use	NTE Core Battery I, II, and III; NTE Area Examinations	Beginning Teacher Staff Development Program—state criteria-locally developed plans
Mississippi	**2.5 GPA/4.0 scale; ACT-COMP—reading, writing, and speaking**	**NTE Core Battery I, II, and III; NTE Area Examinations**	**Performance evaluation of beginning teachers during provisional period (effective 1988)**
North Carolina	NTE Core Battery I & II	NTE Core Battery III; NTE Area Examinations or GRE	Performance evaluation of beginning teachers
Oklahoma	**2.5 GPA/4.0 scale; (PPST being validated)**	**Oklahoma Teacher Certification Test—subject area**	**Entry-year assistance program**
South Carolina	2.5 GPA/4.0 scale; Education Entrance Examination—reading, writing, and math	NTE Area Examinations or South Carolina Area Examinations in those areas not covered by the NTE	Performance evaluation during first year of employment
Tennessee	**PPST—reading, writing, and math**	**NTE Core Battery I, II, and III; Area Examinations (to be implemented)—NTE and state-developed**	**Evaluations during probationary year (Career Ladder Plan)**
Texas	PPST—reading, writing, and math	Examination for the Certification of Educators in Texas (ExCET)—subject areas	One-year induction program supervised by teachers, administrators, and college faculty
Virginia	**Requirements should equal or exceed those for other programs at the institution; SAT score of 835 and 2.5 GPA/4.0 scale are recommended**	**NTE Core Battery I, II, and III; NTE Area Examinations**	**Beginning Teacher Assistance Program—performance assessment during two-year provisional period**
West Virginia	Licensure based on state-approved program which includes the following:		
	PPST—reading and writing; ACT-COMP—speaking; institutionally-developed evaluation of listening skills	West Virginia Teacher Certification Test—subject areas	Performance assessment by higher education faculty and school personnel

NOTE: The NTE Core Battery consists of I-Communication Skills, II-General Knowledge, III-Professional Knowledge

GUIDE TO TEST ABBREVIATIONS:

ACT	American College Test (American College Testing Program)	GRE	Graduate Record Examinations (Educational Testing Service)
ACT-COMP	American College Test-College Outcomes Measurement Program	NTE	National Teacher Examinations (Educational Testing Service)
CTBS	Comprehensive Tests of Basic Skills (CTB/McGraw-Hill Publishing)	PPST	Pre-Professional Skills Test (Educational Testing Service)
		SAT	Scholastic Aptitude Test (The College Board)

SOURCE: Compiled by the Southern Regional Education Board with information from the state departments of education, April 1987.

21 States should support new college and university programs to encourage and prepare minority students for teacher education. States that do not have adequate information on minorities in teaching should compile it.

22 States that have not already done so should implement beginning teacher assistance programs. The programs should be funded to provide not only on-the-job evaluation of beginning teachers, but the needed assistance to correct weaknesses identified in the programs. States should provide funding to reduce teaching loads and provide stipends for college and school faculty to assist beginning teachers.

Strengthening Education for Classroom Teachers

States are becoming more involved in the evaluation of teachers, but education for teachers on-the-job is a hodge-podge of state, local, and university programs in most states, often unrelated to school goals and areas for individual improvement as identified through evaluations.

States are giving more attention to evaluating classroom teachers:

- Georgia, North Carolina, Texas, and Virginia use or are developing statewide procedures for the evaluation of all teachers.
- Arkansas, Florida, Kentucky, Oklahoma, Tennessee, and West Virginia have state guidelines for district-developed evaluations.
- Most states require that veteran teachers be evaluated every one to three years.

State requirements for ongoing certification vary by state:

- Kentucky, Maryland, and South Carolina require that college credit be earned for recertification; other states allow local in-service education and college work.
- One-third of the SREB states require that courses be relevant to subject area taught, as opposed to courses such as school administration.

The 1986 Governor's Commission report in Virginia recommended that greater emphasis be placed on education in the arts and sciences for all classroom teachers. The Commission called for establishing graduate professional education centers at selected universities to improve graduate education and reduce costly duplication. Several states have new programs for teachers on the job.

- Alabama provides $1.9 million to fund Professional Development Centers at universities.
- West Virginia has a Teachers' Academy summer program for outstanding teachers to develop teaching improvement plans.

- Georgia's $23 million program during the summer of 1987 will provide stipends for teachers to attend in-service courses for two months. Funds for assistance during the school year have been increased from $800,000 to $6 million.

States should examine ways that schools and colleges can work to provide more relevant education for classroom teachers. This may require establishing centers for graduate education or academies for teachers similar to those already created for principals.

This recommendation is directed to the continuing certification of classroom teachers.

23 States should require that graduate credits and in-service education for recertification be directly tied to teaching assignments. Secondary teachers especially need programs in the subject matter they teach in order to remain current.

Teacher Education

SREB's recommendations on teacher education since the early 1980s have called for state and campus leaders to give greater priority to teacher education. Recently, some groups have recommended that all undergraduate teacher education programs be eliminated and professional education courses be taken only at the graduate level. SREB has insisted that the first priority is to improve teacher education programs through changes in the present four-year undergraduate programs. For this to occur, college and university leaders must call on arts and sciences and education faculties to carefully examine the total four-year program.

SREB's study of the college transcripts of 6,000 arts and sciences and teacher education graduates showed that:

- Some general education courses do not represent college-level work;
- Future teachers take fewer general education courses than arts and sciences graduates;
- Elementary teachers take the bulk of their upper-level courses in professional education.

States should not abandon current teacher education programs and rush to adopt a single model program for preparing teachers. Until more evidence exists to clearly say that one model of preparing teachers makes a difference in student learning, it makes no sense to recommend a radical change of the same kind for all institutions. Extended programs should be tried on a pilot basis, with careful evaluation of whether they attract more talented persons, whether they produce more qualified teachers whose students learn more, and whether they are cost-effective.

State actions to improve teacher education now focus on program standards that go beyond minimum testing requirements. Standards include

outcome measures, such as test scores and on-the-job evaluation for program approval; *greater emphasis on undergraduate education* of teachers by increasing the amount of liberal arts education required in addition to professional education; and *an increase in school-based experiences* for future teachers *(Table 11)*.

- Alabama, Arkansas, and Tennessee use teacher certification test scores to approve teacher education programs. Alabama and Tennessee have recommended adding results from on-the-job evaluations.
- Florida, Georgia, Mississippi, South Carolina, and Texas use both test scores and on-the-job evaluations to approve teacher education programs; North Carolina has recommended similar actions.

Table 11

State-Level Pre-Service Teacher Education Initiatives, SREB States

	State Program Approval Includes:			Increase of Liberal Arts Study in 4-year Programs:		Limit Hours of Education Courses	Increase of School-Based Training—Student Teaching or Other Field Experiences
	Results of Certification Tests*	Results of on-the-job performance for beginning teachers	NCATE† as part of state approval process	General education	Major in subject for all teachers or increase in upper-level courses		
Alabama	Y	R	V	R	R	—	R
Arkansas	Y	—	Y	Y	Y	—	Y
Florida	Y	Y	R	Y	Y	—	R
Georgia	Y	Y	R	Y	—	—	R
Kentucky	—	—	V	—	—	—	Y
Louisiana	—	—	—	Y	—	—	—
Maryland	—	—	—	Y	—	—	—
Mississippi	Y	Y	V	—	—	—	—
North Carolina	R	R	NCATE replaces state approval	Y	Y	Requires a revised common core	Y
Oklahoma	—	—	V	Y	Except early childhood and elementary education	—	Y
South Carolina	Y	Y	V	—	—	—	—
Tennessee	Y	R	R	R	R	—	R
Texas	Y	Y	V	Y	Y	Y	Y
Virginia	—	—	V	R	R	R	R
West Virginia	—	—	V	R	R	V	Y

* To retain approval of each program, states require designated percentage of graduates (ranges from 60 to 80 percent) to pass tests.
† NCATE—National Council for Accreditation of Teacher Education

Key: R - Recommended; V - Voluntary; Y - Yes

SOURCE: Compiled with information from state departments of education and higher education agencies, April 1987.

Of special note are new state standards that emphasize arts and sciences courses and which suggest that improvements in teacher education can take place within a four-year undergraduate program. In this connection, many states have taken action within the past year.

- Arkansas will require teacher education students to complete the same general education as other majors; secondary education majors will complete an academic major in a teaching field.
- Tennessee's teacher education programs will include a rigorous liberal arts core and an arts and sciences major or equivalent study at the upper level.
- In North Carolina, all undergraduate education majors will complete an academic major.
- In Texas, 1987 legislation mandates that teachers complete a bachelor's degree with an academic major; no more than 18 credit hours in education may be required for certification.
- A Virginia recommendation calls for an undergraduate arts and sciences degree for prospective teachers, with 18 credit hours in education.
- A program of competitive grants that has been recommended in North Carolina includes master public school teachers on the faculties of teacher preparation programs.
- In West Virginia, the governor has proposed a $3.1 million "Lighthouse Schools Project," which would include using the schools as model teacher training projects.

The following are recommendations for strengthening teacher education:

24 Teacher education, which has not been a priority for many state and educational leaders, demands immediate attention. College and university presidents should insist that arts and sciences and education faculty examine the curriculum for preparing teachers to assure a solid grounding in the liberal arts and subjects they teach.

25 Reform of teacher education should begin with close scrutiny of four-year programs. Abolishing all undergraduate four-year teacher education programs is premature. Various kinds of extended programs should be tried on a pilot basis with careful evaluation to determine their effectiveness.

26 States, districts, colleges, and universities should examine student teaching policies, especially those for selecting and rewarding supervising teachers.

Changing the Nature of Teaching

More than 2 million teachers are in classrooms today. An enterprise involving over 2 million persons does not change overnight. Improvements in the teacher workplace will take extraordinary efforts because they involve changing from a system that does not reward excellence to one that does; from a system in which teachers receive "top down" directives to one in

which teachers are directly involved in decisions about teaching; from a system in which teachers are burdened with paperwork and non-instructional duties to one in which the majority of a teacher's time is spent teaching and counseling students. Fortunately, several SREB states are already on a path, now at an intermediate stage, of making fundamental changes affecting teaching. These states are better prepared for creating changes in teaching than those states that have not made initial reforms.

Important reforms now in place in SREB states are school and teacher incentive programs and accountability measures that emphasize outcomes. Initially, accountability is seen as "top-down," highly bureaucratic requirements which merely make more paperwork. However, accountability that focuses on results can lead to greater flexibility for schools and for their principals and teachers, giving them more say in how they and their school can best achieve those results. Several SREB states have extensive accountability data bases that place them ahead in the ability to move toward change in schools. For example, South Carolina collects information on student achievement and attendance and on teacher attendance at each school in the state.

For accountability to drive change, it must include measures for student achievement and factors such as attendance and completion rates. Florida, and South Carolina have established school-community councils aimed at making accountability measures work. They have started the move to institute school-based management with incentives to schools that demonstrate progress on student achievement and other indicators of outcomes.

Another driving force for change in the schools can be the career ladder and school incentive programs that most SREB states have underway or are pilot-testing *(Table 12)*. These programs provide for rewarding outstanding performance, and evaluating teaching in a more stringent manner than in the past. Teachers who move up a career ladder (based on their performance) can take on duties such as supervising beginning teachers and working with other teachers and the principal to improve instruction. Teachers who choose a 12-month contract in a career ladder plan are available for needed work in the summer. In Tennessee, Career Level II and III teachers staff summer school, including classes for remedial and gifted students—instruction that might not be possible without the state's career ladder program.

School incentive plans that reward all school personnel for outstanding performance based on student achievement, attendance, and other outcomes may help a school to better focus on its primary objectives. In some plans, team effort is emphasized and all teachers are accountable for the progress of their students. Through such plans the need to examine the time teachers have to spend on non-instructional duties, such as monitoring the lunch room or clerical work, will become evident.

Table 12

State Incentive Programs, SREB States, 1986-87

	Program Type	Participants	Stage of Development	Date of Full Implementation	Evaluation		Range of Incentive Grants	Funding	
					Instrument	Evaluators		1986-87	1987-88
Alabama	Career Ladder	Teachers*	Field Testing evaluation	Dependent on funding	State	Local	—	$3 million	
Arkansas	**Career Development**	**Teachers**	**Awaiting funding**	—	—	—	—	**$500,000 (Not funded)**	—
Florida	Career Ladder	Teachers	Developing district evaluation procedures	1987-88; Dependent on funding	State/ local	Local	$2,500 and up	—	$90 million (Funding needed to implement project)
	School Incentive	All school personnel	Statewide program	1984-85	State criteria	State	Funded on per student basis	$10 million	$10 million
Georgia	**Career Ladder**	**Teachers, administrators, instructional staff**	**Field testing evaluation**	**1989-90**	**State**	**State/ local**	**$3,000-$9,000**	—	**$750,000**
Kentucky	Career Ladder	Teachers	Pilot in 12 districts	Awaiting action by 1988 legislature	State	Local	$2,000/year during pilot stage	$2.5 million	—
Louisiana	**Teacher and School Incentive**	**Teachers**	**Awaiting funding**	—	—	—	—	—	—
Mississippi	Teacher Incentive	Teachers	Statewide	1986-87	State	Local	$1000	—	$25 million
North Carolina	**Career Ladder**	**Teachers, administrators**	**Pilot in 16 districts**	**1990**	**State**	**Local**	**Up to 25% over base pay**	**$16 million**	**$17 million (proposed)**
South Carolina	Teacher Incentive	Teachers	Pilot in 17 districts	Expand in 1987-88; (Fully implement 1989-90)	Local	Local	$2,000 average	$6 million	$12 million (proposed)
	School Incentive	Schools	Statewide program	1985	State criteria	State	Funded on per student basis	$7 million	$4 million (proposed)
	Principal Incentive	Principals	Pilot in 9 districts	1988-89 (Expected)	State criteria	Local	Up to $5,000	$772,000	$1 million (proposed)
Tennessee	**Career Ladder**	**Teachers, administrators**	**Statewide program**	**1984**	**State**	**State/ local**	**$1,000-7,000**	**$85 million**	**$90 million**
Texas	Career Ladder	Teachers	Statewide program	1984	State	Local	$1,500-2,000	$150 million	$210 million (proposed)
Virginia	**Teacher Incentive**	**Teachers**	**Pilot programs**	—	**Varies by district**	**Varies by district**	—	**$500,000 1984-86**	—
West Virginia	Teacher Incentive	Teachers	Districts developing Distinguished Teacher programs	1988-89 (Expected)	Varies by district	Local	Varies by district; includes grants, extended contracts, or mentor duties	—	—

* Broadly defined in most states; usually includes instructional personnel such as librarians, media specialists, etc.

SOURCE: Information compiled by SREB Career Ladder Clearinghouse, April 1987.

Many SREB states are moving toward putting an accountability system in place. Combining these efforts with incentive plans may be the way that teachers, administrators, and the community can become more involved as working partners in the schools.

These recommendations related to incentives and accountability are aimed at improving the teacher workplace:

27 Commitment to teacher and school incentive and career ladder programs should be continued. It will take time for results. These programs propose fundamental changes in the structure of teaching—changes that will not happen overnight. A state's commitment to support incentive and career ladder programs should include carefully evaluating them and making necessary changes.

28 States and districts that mandated use of student achievement in incentive plans should now develop effective procedures to link student performance to teacher and school rewards.

29 States and districts should analyze accountability systems and their respective roles in collecting and analyzing information about the results of educational programs.

School Leadership and Organization

"...the success or failure of a public school depends more on the principal than any other single person."

The Need for Quality, 1981
Southern Regional Education Board

SREB states have been leaders in change affecting principals. Just five years ago most principals:

- Were hired on the basis of who they knew;
- Took a series of educational administration courses at night over a period of three years or more;
- Were certified on the basis of accumulated paper credits;
- Were rewarded for having reports in on time rather than for how much the students learned.

Today many of these practices continue, but there are signs of change:

- In some cases selection of principals now includes an assessment of skills.
- More college programs to prepare principals include internships.
- Leadership academies help develop knowledge and skills to make principals effective.
- Most SREB states require a written test for certifying principals and have state-developed procedures to evaluate principals.

In short, states are agreeing that effective principals have knowledge about supervising and evaluating instruction and a common set of skills such as being able to communicate well, analyze problems, and organize work efficiently. And, states are beginning to apply what is known about being an effective principal to how principals are selected and evaluated *(Table 13)*.

Rigorous procedures for selecting school principals, continuing education through leadership academies, and the requirement of knowledge tests to become certified have dominated the state-level actions in SREB states. Assessment centers to evaluate skills associated with effective principals have been established by six states. The assessment centers use simulated experiences to determine skills in communications, judgment, and organizational ability. The information is then provided to school districts to assist in selection of principals.

Table 13

State-Level School Leadership Initiatives, SREB States

	Prior to Certification				
	Test For Knowledge	College Internship or On-the-job Assessment	Assessment Center	Statewide Guidelines or Instrument for Evaluation	Leadership Academy
Alabama	State-developed	Internship	—	—	—
Arkansas	NTE	—	yes	yes	yes
Florida	State-developed	Assessment	State criteria for local assessment	yes	yes
Georgia	State-developed	Under development	—	Under development	yes
Kentucky	NTE	Assessment	—	yes	—
Louisiana	NTE	Internship	—	—	When funds become available
Maryland	—	—	yes	—	yes
Mississippi	NTE	Assessment for second-level certification	—	—	yes
North Carolina	—	Internship and assessment	yes	Under development	yes
Oklahoma	State-developed	Assessment	—	yes	—
South Carolina	NTE	Internship	yes	Under development	yes
Tennessee	—	Internship	—	—	yes
Texas	State-developed	Internship	—	Under development	—
Virginia	—	Internship may be included	yes	Under development	Under development
West Virginia	State-developed	Internship	yes	—	yes

SOURCE: Compiled by the Southern Regional Education Board with information from the state departments of education, April 1987.

This is the "good news," and compared to the situation five years ago it is, indeed, encouraging. In other important areas, reforms are moving more slowly. For example, rewarding principals for their performance or their schools' performance is not widespread. States and districts have not made the necessary commitment to developing the full potential of personnel. In addition, school principals need to assume "ownership" of their own professional development.

Some educational administration programs on college campuses now include internships as mandated by many states. However, few require future principals to spend full time in an internship program carefully supervised by veteran principals and superintendents as well as university faculty. Many

programs continue to be "academic," with the focus on knowledge and little or no attention to teaching the skills that are necessary for effective leadership. Likewise, admission standards too often are based primarily on grade point average and academic measures rather than including assessment of skills associated with effective school principals. A cross-section of university faculty, such as those in business administration, communications, and the humanities, or veteran school administrators serving as part-time faculty are rarely used to teach future principals. Large numbers of tenured faculty will retire in the next few years, so it should be easier to make real changes in how universities prepare would-be principals if states and colleges seize the opportunity.

As standards for certification, college preparation, and rewards are based more on performance, it is important that principals have more say in decisions affecting their schools. This means school-based management—giving principals the leeway to manage a school through staffing decisions, the kind of managerial organization that works in that school, and budgeting.

A 1987 study in North Carolina found that accountability goals in the schools are not clear. It concluded that it was "easy for an individual to pass the buck on any given issue"; that evaluation was too often tied to "working within the system rather than being innovative"; and that rewards were not connected with extra effort and performance.

Successful school-based management will require information on student, teacher, and school performance to ensure that decisions result in achieving the objectives and goals established by state and local school boards. Local school-based councils jointly involving teachers, principals, and community will be needed. Training will be required for all—superintendents, principals, school boards, and teachers—to develop goals and implement new programs.

Only a few states across the nation have sought to establish school-based management—in the SREB region, only Florida and South Carolina. However, with many SREB states now developing school-level accountability programs, the other parts of school-based management can become a reality.

The recommendations SREB made in Effective School Principals *are still valid:*

30 States, working with school districts, should design a comprehensive program for selecting, preparing, evaluating, and rewarding school principals based on knowledge and skills of effective principals.

31 States should encourage change in university programs to prepare school principals through such actions as funding pilot projects that include schools and colleges. Programs should be reviewed by state agencies and colleges against criteria that include:

— Knowledge and skills of effective principals
— Full-time experiences in a school
— Courses taught by faculty from the entire university

32 Certification of school principals should be based on performance. Certification should require assessment of knowledge through completion of a comprehensive "principal's preparation program" and on-the-job skills in a full-time internship jointly monitored by school and college faculty. Accumulating paper credits for certification should be abolished.

33 As soon as accountability systems for schools are in place, states and districts should move to school-based management.

Commitment to Educational Quality

The unprecedented state actions by governors, legislators, and education board executives and members in the early 1980s did not come easily. Prolonged debate, with elected officials risking their positions, occurred in nearly every state. At the time it was difficult to believe that agreeing on new state educational policies and funding plans would be the easiest part of the process.

Today that is not at all difficult to believe. Consider incentive pay for teachers as an example. It took two years of bitter struggle before the Tennessee legislature became the first to approve a state career ladder plan. But to implement the career ladder for teachers in Tennessee, and to know whether it is working, will probably take 8 to 10 years of hard work by thousands of people and several hundred million dollars.

The long-term commitment to educational quality requires a commitment of both will and dollars. The commitment of will by governmental and educational leaders cannot be measured as easily as can dollars. So, while governors and legislators bring a zeal to the continuing push for educational quality that can mean tangible public support, it is often in budgets that we look for signs of the commitment of will.

Every governmental and educational leader who signed on for educational reform undoubtedly knew that he or she was endorsing more money for education. However, it is wrong to judge governmental leaders by whether they fund 100 percent of what schools and colleges request. Educational reform did not involve signing a blank check.

Personnel costs account for about three of every four dollars spent for education. A commitment to adequate compensation for teachers and faculty is at the heart of successful educational reforms. Teacher and faculty salaries have risen substantially in most SREB states in the past five years *(Tables 14 and 15)*.

In more than half of the SREB states teacher salary increases in the past five years have met or exceeded the nationwide average increase of nearly 40 percent. For higher education faculty, only in one-third of the SREB states did the five-year salary increases keep pace with or exceed the average nationwide pay raises of 36 percent. And, for either teachers or higher education faculty only one SREB state is at or above the national salary average.

Table 14

Average Classroom Teacher Salaries, SREB States 1981-82 and 1986-87, and Percent Change

	Average Teacher Salary 1981-82 (revised)	Average Teacher Salary 1986-87 (estimated)	Percent Change 1981-82 to 1986-87
United States	$19,142	$26,704	39.5%
Alabama	15,600	23,500	50.6
Arkansas	14,506	19,951	37.5
Florida	16,780	23,785	41.7
Georgia	16,363	24,607	47.9
Kentucky	17,290	22,612	30.8
Louisiana	18,500	20,054	8.4
Maryland	21,120	28,700	35.9
Mississippi	14,135	19,575	38.5
North Carolina	16,947	23,775	40.3
Oklahoma	16,210	22,060	36.1
South Carolina	15,170	23,039	51.9
Tennessee	16,285	22,720	39.5
Texas	17,582	25,308	43.9
Virginia	17,008	25,473	49.8
West Virginia	17,129	21,446	25.2

SOURCES: National Education Association, *Estimates of School Statistics 1982-83*, Table 7, p. 35; unpublished 1986-87 data; and state departments of education.

Table 15

Average Salaries of Full-Time Faculty, Public Postsecondary Institutions, SREB States 1981-82 and 1986-87, and Percent Change

	Average Faculty Salary 1981-82	Average Faculty Salary 1986-87	Percent Change 1981-82 to 1986-87
United States	$26,230	$35,790	36.4%
SREB States	$24,038	31,604	31.5
SREB States as a Percent of U.S.	91.6%	88.3%	—
Alabama	22,279	30,876	38.6
Arkansas	22,125	27,785	25.6
Florida	23,993	33,797	40.9
Georgia	25,756	34,529	34.1
Kentucky	24,224	30,216	24.7
Louisiana	24,989	28,007	12.1
Maryland	24,461	34,680	41.8
Mississippi	21,183	26,174	23.6
North Carolina	23,399	31,156	33.2
Oklahoma	24,387	29,930	22.7
South Carolina	23,388	30,116	28.8
Tennessee	21,555	31,430	45.8
Texas	25,651	31,947	24.5
Virginia	24,394	35,764	46.6
West Virginia	22,803	28,469	24.8

SOURCES: SREB-State Data Exchange, 1981-82 and 1986-87; and American Association of University Professors (AAUP) reports on the economic status of the profession, 1981-82 and 1986-87.

States may arrive at different definitions of adequate compensation. For faculty, it may be compensation competitive with faculty at similar institutions in other states or with regional or national benchmarks. For teachers, it may be compensation competitive with selected occupations or with compensation of teachers in nearby states or in the nation at large. State and district school leaders should face squarely two questions:

- Are sufficient numbers of college graduates with average or above grades and credentials being attracted to teaching?
- Are most teachers remaining in the classrooms for more than a few years?

When answers to both questions are yes, then states can claim that compensation and working conditions for teachers are adequate.

Most states need more systematic ways of setting goals for adequate compensation for teachers and faculty. Georgia and Virginia have new plans for being competitive in the marketplace for teachers. Both are based on state reviews of the marketplace, with particular emphasis on salaries paid recent college graduates in occupations requiring preparation similar to that for teaching. The faculty marketplace is usually regional or national. States need to systematically monitor compensation in other states and the movement of faculty to determine if compensation is adequate.

In short, educational reform will not be successful without adequate compensation—without it not enough talented people will be attracted to staff schools and colleges. States, therefore, must have definite, credible measures and indicators of what adequate compensation is or they will chase an elusive target that can only create ill will and frustration for educators and elected officials.

How else can citizens and educational and governmental leaders measure whether the commitment to educational improvement is remaining strong? Besides setting and meeting adequate compensation levels, states can ask at least three other financial questions.

- Is the percentage of state dollars going to education increasing or decreasing? It is difficult to imagine for the next several years how a state can be serious about educational reform and spend a smaller share of the state's budget on education.
- Has the local school district or institution increased or decreased its financial support? If school districts reduce local support as state support grows, this would undercut the current reform efforts.
- Has the state backed away from a major reform because of funding? Nearly every state overestimated what it could do and how quickly it could act when the school reform bills were passed. In some states

revenues from new taxes have not met estimates. Some phasing in of reforms is therefore understandable, but in most cases this will be a two- to three-year process. Delays beyond this may signal a backing away from the original commitment.

Much of the reform emphasis has already shifted from the state capitals to the schools and campuses. A spotlight will remain on state leaders to measure their commitment, but state leaders have legitimate expectations of school and campus leaders. Many of these expectations are built into state laws in the form of accountability measures.

First among the expectations for educational reforms must be increased student learning. Simply put, schools and colleges must be able to show that students are learning more if they are to keep the public's support to underwrite educational improvements.

This is why states must not be caught short on being able to show results of student learning. All states have increased student testing. But the tests of student achievement most widely accepted by the public are those least likely to be helpful in building public support and in informing those who must set educational policies. The SAT and ACT college admission tests for eleventh and twelfth grade students do not give a state an accurate or representative picture of how its schools and students are doing. Only a fraction of students—those who choose to do so—take these tests. Minimum competency tests for high school graduation are also of limited help in sustaining public support. There is more skepticism than appreciation when nearly 99 percent of the students pass these, and almost all on their first attempt. So-called national tests, for which only a few states use any one kind, have added to the public skepticism by using national averages that are set only about once every eight years. For many school districts this means that their students show dramatic progress for several years when compared to a national average that may have been set when their high school seniors were in the fourth grade.

All of this means that states and their schools and colleges will have to refine existing testing programs and create new ways to measure student learning. They will have to know more about courses students are taking, especially in high school, as they interpret results on student achievement.

Measuring student achievement carries with it a responsibility which most SREB states seem to be recognizing. Once students who are not succeeding are identified, there is a responsibility to help these students. How well states support programs that measure student achievement and help low achieving students will be another test of the commitment to educational quality.

An emphasis on results can overcome one of the major criticisms about current efforts to improve education. That is the charge that these efforts have

been imposed from the top down—that they are overly prescriptive, long on processes, and short on giving front-line educators flexibility to solve problems in ways they determine.

A former governor and chairman of the Southern Regional Education Board summed up many state officials' likely responses when he claimed, "We'll regulate less if schools and school districts will produce better results." That is a fair proposition. But it requires public officials and educators to take a step simultaneously and not disagree over whether less regulation or better results has to occur first. When the emphasis is on results, agreements about flexibility and fewer regulations are possible. That can be the case in SREB states.

No matter what the degree of flexibility there is an important expectation that elected officials should insist on as part of their commitment to reform. They should expect—and require initially if necessary—that schools and colleges work together much more than they have before. The recommendations of the Southern Regional Education Board since 1981 have urged greater and more tangible links among schools and colleges. The tie between our schools and colleges cannot be more obvious—neither could function without the other, and neither can be much better in quality than the other—yet schools and colleges seldom act as if this were true. State leaders should not apologize for forcing cooperative programs among schools and colleges; it may take some coercion to reveal the possibilities for voluntary cooperation.